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ABSTRACT

This monograph reports the findings of a nationwide survey of the central or district-wide administrative functions of 25 multi-campus and multi-college junior college districts. A multi-campus district was defined as a district which operates two or more campuses under one governing board with each campus having a separate site administrator, whereas a multi-college district operates two or more individual comprehensive colleges. Results of the survey indicate that: (1) multi-campus districts utilize fewer off-campus instructional facilities (an average of 35 compared to an average of 115 for multi-college districts); (2) while 11 of the 12 multi-campus districts studied have located their district offices off-campus, only five of the 13 multi-campus districts have done so--however, six of the eight multi-campus districts with central offices on-campus expressed a desire to move off-campus; (3) central administrative functions were similar in both kinds of districts, but there was no indication of the degree to which each function was performed by the central offices; and (4) although multi-college districts tend to be larger than multi-campus districts, the central offices of the latter retain more staff. The fact that the larger districts have less central administrative staff implies a lessening of district office control. Pertinent literature is reviewed, and five sample organizational charts are appended. (DC)

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CENTRAL ADMINISTRATION IN MULTI UNIT COMMUNITY COLLEGES

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FOREWORD

An essential commitment of Community College philosophy has been the open door. The door is not open unless the college provides educational opportunity which is accessible. Geographic accessibility is an important consideration in the planning and establishment of new institutions -- especially since the mid 60's when urban colleges have found that the open door is considerably enhanced through proximity. Hence the multi campus institution has developed: a single college with multiple locations providing much more educational opportunity than a single college site could have.

The multi campus institution is a philosophical commitment as well, however. Even new colleges serving rural areas have found that multi location operation is essential if they are to serve their area with any degree of adequacy.

The survey reported in this monograph was focused upon the central administrative organizational structure which is used in the operation of these multi campus community colleges. Twenty-five colleges are reported herein. They represent all sections of the nation and widely range in size as well as in number of campuses. They represent the most experienced leadership in the community college field. They report the best current operational thinking on these problems.

The Institute of Higher Education at the University of Florida has provided several research studies in this area of multi campus operation. Dissertations by John McClusky, Alan Bieren, Willis Holcombe, and Richard Buckner are pertinent to the problems of organizational structure. This report may be considered a part of the total research.

We particularly note the contribution of Dr. James Owen, Vice President for Administration Services at Florida Junior College at Jacksonville who reviewed this monograph and made a number of excellent suggestions for improvement.

We also appreciate the continued help of our colleague at Florida State University, Louis Bender, as well as the W. K. Kellogg Foundation from which partial support for this study was received in the form of a grant for the development of state and regional community college leadership. The problems of multi institutional operation may be very similar to those encounteded by State Community College Directors who coordinate or control multiple institutions. The conclusions of this study should be valuable to all community college leaders.

We would like also to express our special appreciation to the presidents of the twenty-five participating community colleges. They were helpful in providing the needed information essential in carrying out this study.*

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Institute of Higher Education

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the President
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February, 1975

*It is an indication of the high level professional interest in this problem to note that only one college did not reply to our request.

Section I: Introduction and Related Literature

The concept of the public community junior college is no longer new to American education. The public junior college came into existence just after the turn of the century and has grown tremendously since that time. During this expansion period not all of the growth was expressed in numbers of institutions or in student enrollment figures. The junior college itself has changed over the past 70 years and especially in the past two decades. One such change has been the evolution of the community college with more than one campus. This type of institution is still relatively new, however, and is still emerging from single campus community colleges.

Most of the first community colleges to develop into multi campus institutions did so without the benefit of clear cut guidelines for the organization and governance of their schools. The establishment of a central college administration, structurally separate from the individual campuses, posed problems that had never been encountered before by either the administration or the faculty. These pioneer institutions were obligated then to resolve their problems with little or no empirically gained evidence from other community colleges.

Beginning during the middle 1960's, educational researchers began to give serious attention to multi unit community colleges. One of the landmark studies was that carried out by Arthur M. Jensen in 1965. His purpose in that study was to investigate the administrative structures and practices of junior colleges that had established two or more campuses (Jensen, 1965, p. 40). Among other things, Jensen derived two distinctive definitions that have since become standard terminology in educational literature.

Multi Campus Junior College District--A junior college district operating two or more campuses within its district under one governing board with each campus having a separate site administrator.

Multi College District--A junior college district operating two or more individual comprehensive colleges within its district (Jensen, 1965, pp. 6-7).

The term "multi unit" encompasses both multi college and multi campus organizations. It refers to either type of multi location junior college.

Jensen made five recommendations as a result of his research:

1. That each campus be allowed as great a degree of autonomy as the district can provide.

2. That "unified" multi campus districts consider the possibility of becoming "independent" districts. (This terminology most likely has application only to the types of local district organization found in California.)

3. That the central office be located completely off any and all campuses and that, if possible, it be located centrally within the district.

4. That no one at the central office, other than the chief administrator for the district, be at a level higher than the chief campus administrator.

5. That at least two administrative positions beside that of chief administrator--director of business and director of instruction--be established at the central office, the level of such positions on the personnel scale to be the same as or lower than that of chief campus administrator (Jensen, 1965, pp. 163-165).

Milton Jones, in 1968, reaffirmed that the two different types of multi unit junior colleges, multi campus and multi college, represented distinctly separate organizational philosophies. "There remains two

clearly defined philosophies of legal organization--the single institution concept and the district organizational concept" (Jones, 1968, p. 26). In making a comparison of these two different trends, Jones used the following descriptive summaries:

The One College Multi Campus District Model: The emphasis in the organization and operation of one college, multi campus model is that the college, with multiple campuses, is a single institutional entity.

The relationships of personnel on each separate campus to a central administrative staff are the same, as if all personnel were in a single institutional setting. The same general policies, philosophies of operation, and purposes and objectives, as well as the same procedural methods, apply to all campuses equally, and exceptions may be made only after explicit negotiation with the central administration.

The philosophy which underlies this model requires close articulation, coordination, and cooperation among the campuses of the college. Individual differences among the campuses may arise from differing student body characteristics, geographic location, or purely local factors; however, their effect on procedure or policies will be recognized insofar as local decisions do not alter or abrogate general administrative policy or procedure.

With the exception of certain courses in specialized subject matter areas, such as the semi-professional programs, all campuses of this model offer virtually the same instructional program. Course numbers and descriptions in the catalog, as well as course outlines, textbooks, and supplementary materials, apply equally to all campuses. Close departmental coordination between campuses is structured to insure that all students receive optimum uniformity of quality of instruction.

Intra-college functions may be termed "cross campus." In some instances the individual campus lacks a central responsible person, with deans of various functions on the campuses reporting to a central dean or director for coordination and control.

The distinguishing features of this model may be best visualized by assuming one large junior college divided into parts, two or more, and located at separate places. In short, these campuses are identical twins under central control, as it might be in one institution (Jones, 1968, pp. 28-29).

The Multi College District Model: The multi college, junior college district model is an emerging concept of multi unit organization. Proponents of this model explain that a college is indeed a college and cannot be a "branch" or "campus" of some larger institution. This model visualizes the colleges as separate, autonomous institutions, loosely coordinated within a district framework. Each college will generally have a single head, usually called a president, who is responsible for his institution much in the same manner as the president of a single institution that is not a part of a unified district.

The central office functions under a District President or Chancellor who coordinates the activities of the district and is primarily responsible for communication with the governing board, for master planning with the district, and for providing whatever services may be most efficiently administered from a central office (Jones, 1968, p. 31).

In addition to clarifying the different organizational models, Jones constructed a paradigm (Figure 1) which is especially useful in placing the multi unit models in a developmental perspective. The vertical dimension of the paradigm represents levels from centralized to decentralized authority. The horizontal dimension depicts the growth and

development of multi unit systems from one college with centralized authority to autonomous multi colleges of a district. "Thus, the diagonal progression takes into account both axes and shows that as the units of a multi-unit institution grow and develop, they also increase in autonomy" (Jones, 1968, p. 32).

PARADIGM

Continuum of Multi Unit Development in the Junior College

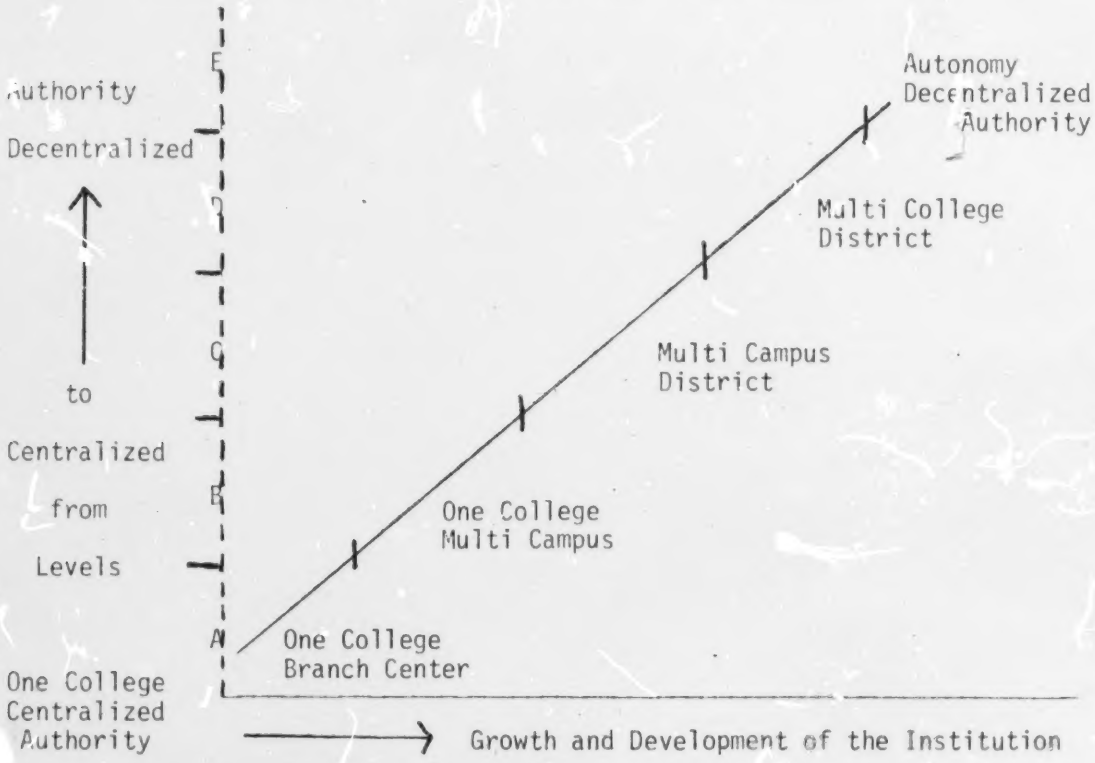


FIGURE 1

Source: Jones

If Jones' paradigm can then be applied in a predictive manner college administrators should be able to anticipate the move toward decentralization and help plan for it. Such advance planning and preparation for change should help to minimize the institutional "indigestion" which very often accompanies a dynamic situation.

Perhaps the most influential multi unit study, in terms of scope and national impact, was conducted by Frederick Kintzer, Arthur Jensen, and John Hansen and was published in 1969. This study, one of the American Association of Junior College's monograph series, involved seventy-five junior colleges from seventeen states. It focuses on the administrative relationship between the district office and the various campuses of the multi institutional junior college district. The major conclusions of the study was that a system of shared authority, striking a balance between autonomy and centralization, was both prevalent and desirable. In the following few paragraphs, are presented some of the findings from this study which are pertinent to the central administrative function of the multi unit community college.

The following five statements are based on the data disclosed in the Kintzer et al. study. It is important to note that these findings are based upon data that were obtained mostly from multi college districts and not multi campus. This is true, in part, because of the significant impact of the California model in the early development of multi unit junior college districts.

1. Twenty-two districts reported on their central office staffs. Six of the staffs varied widely in number from three (four districts) to twenty-one (one district). One district stated it had no central or campus staff but was all one, and had a total of forty-five administrators.

Ten of the districts had fewer than six, and four had more than fifteen. Four districts had eleven administrators in the central office staff. One fact is easily seen from the questionnaires and/or visits. The multi institutional junior college districts that let each campus operate with the most autonomy tend to have the smallest central office staffs. Those districts that operate as a single institution have by far the largest central office staff.

The authors tried to establish a formula for the number of administrators at a central office in relation to the number of students enrolled, but could find no pattern that repeated itself often enough to establish even a possibility. It should also be stated that the districts across the United States vary widely in the number of administrators both at central office and on each campus.

2. On the individual campuses or centers was found a spread from five administrators to twenty-two. Although this will appear highly unusual, the campus with five and the one with twenty-two both had about 3,500 day students. Fifteen campuses or colleges had seven administrators; the majority had between ten and fourteen. Over half of those reporting fell in this bracket.

3. No district reported having any fixed internal geographic boundaries for any of its component colleges or campuses.

4. Central offices are off the campuses (or plans are well underway for their removal) in all districts subscribing to the multi college philosophy.

5. Tradition continues to be a prominent factor in the organization of most multi institutional junior college districts. The individual campuses are following the trend toward an independent college, whereas the central office views this as a threat. These opposing viewpoints make

improvements in mutual understanding and cooperation difficult (Kintzer, 1969, pp. 49-50).

In addition to the observations and generalizations recorded and tabulated in the Kintzer survey, guidelines were formulated for the development of multi unit junior college districts. Among them were:

1. That a chancellor represent the board of trustees and be responsible for general administration of entire district.

2. That the central office have at least three administrative positions besides the chief administrator.

   a. Assistant Chancellor for Business

   b. Assistant Chancellor for Instruction

   c. Director of Semi-professional Education--Business, Technical, and Vocational

3. That the central office be located completely away from all campuses and, if possible, centrally within the district.

4. That no one at the central office, other than the chief administrator for the district, be at a higher level than that of the chief campus administrators.

5. That each campus have as much antonomy as possible.

6. That the people hired for the positions of chief administrators on the campuses agree with the philosophy of the organization as laid down by the board of trustees (Kintzer, 1969, pp. 51-53).

Kintzer recognized the unique nature of each district both in internal structure and external demands and commented that there is not likely to be one organizational pattern to fit all districts. However, he closed the monograph with the following observation which identifies Milton Jones' thesis as the most commonly held developmental phenomenon of the movement to multi unit community college districts.

Multi campus junior college districts are here to stay and, even though there are problems, the number will increase. Human nature being what it is, as these districts progress through their developmental cycle, the campuses will tend to become more independent and the majority of multi campus districts will eventually become multi college districts. (Kintzer, 1969, p. 54).

Richard Richardson presented a different perspective in an article published in 1973. His basic thesis is that the multi campus college is a viable organizational structure and that it has merits that do not exist in the multi college district. The key concern, as Richardson points out, is not the innate "goodness" or badness" of either type of organization, but the ability of the structure to adapt to the needs of the organization.

> The question of centralization versus decentralization, like the issue of campus autonomy, is obscuring the real challenge facing multiunit administrators. Some valid arguments support the concept of one college operating in many locations as opposed to many colleges battling for scarce resources and concerned only about identity and autonomy. It is pointless to argue that campus autonomy is good and system control undesirable. The real question is which system can integrate the need for campus individuality and the requirement for system integrity. Multiunit community college systems must balance the demands of the local campus and the responsibilities of the larger system, of which the campus is but one part.
>
> (Richardson, 1973, p. 142)

Later in the same article, Richardson specifically displayed some of the functions which should be district-wide and some that are better delegated to the campus level.

> Areas in need of significant system leadership include fiscal planning and administration, program planning and coordination, management information systems,

> capital outlay and facilities planning, and personnel administration. Certain other areas are in need of significant campus leadership. The campus should have maximum freedom to manage its own affairs within the context of system policy. Administering the instructional program, including development of new techniques, selection of instructional materials, definition of objectives, recruitment and employment of professional staff and determination of eligibility for salary increases and tenure, should be a campus function. The organization of campus staff, its involvement in campus governance, and evaluation of performance are almost exclusively elements of campus concern. Counseling and advising students, conducting student development programs, student activities, athletic programs, and student involvement in campus governance all involve campus leadership and direction.
>
> (Richardson, 1973, p. 145)

In this article one other point was stressed which is pertinent to any discussion of organizational behavior. Richardson reminds us that the centralization of services need not be accompanied by a centralization of the decision-making process. The decision-making can be very participative even though the service may be district wide. The use of committees and advisory boards which are representative of the entire district can guarantee campus input in the decision-making process (Richardson, 1973, p. 146).

There have been other studies of the multi unit community college operation, but the literature which speaks directly to the multi unit administrative staff is not abundant. The 1972 study by Paloa and Oswald is an example of the type of specialized research which approaches the administrative structure from the perspective of service to disadvantaged urban students. While this type of research is extremely valuable, it does not address the concerns of this survey. Further perspective on the multi unit community college may be gained by examining the variety of studies which exist on the coordination and operation of multi unit colleges.

Section II: Design of the Study

The advent of the multi unit community college has been, in most cases, a reaction to the increased educational demands of the district. The internal administrative changes that occurred during the expansion from one location to multiple locations were, in most cases, extensive. The districts which evolved into multi unit operation can be sources of information for other districts which are either in the process of change or contemplating expansion. Many districts tapped this source by visiting or corresponding with multi unit community colleges and exchanging information. It is perhaps unfortunate that in this process, the collection of data on a cross-section of community colleges has not been carried out. The descriptive data that would result from such a collection would be useful not only to emerging multi unit districts but also to existing multi unit colleges.

This report is intended to describe only one facet of the multi unit organization: the district or central administrative function. Since the organization and operation of the district office affects the whole institution, the ramifications of such a survey extend beyond the questions asked. The instrument, which was designed at the Institute of Higher Education, was aimed at the quantitative or measurable aspects of the central office. The major thrusts were in terms of staff, size, location, and function. The short discussion of the questionnaire that follows will detail the rationale behind the individual items.

Questions 1, 2, 5 and 6 are all couched in terms of district size. The enrollment data for the entire district (Questions 5 and 6) will allow for classification of multi unit districts into various size groupings. Questions 1 and 2 relate to numbers of locations and types

of locations. Multi unit districts use both campuses, permanent college facilities, and centers. The centers may either be temporary or permanent and may or may not belong to the district. The typical center does not belong to the college and is not considered a permanent facility.

The third question, which has three subquestions, pertains to the location of the central administrative offices. The literature reviewed in Section I suggested that the central office be located apart from any of the campuses. This question was intended to find out where the offices are situated, why it is located there, and whether it would be preferable to move it to another location.

The functions of the central staff are probed in Question 4. The description of these functions should relate to the responses to Questions 7 and 8 which deal with staff size. A comparison between multi campus colleges and multi college district functions and staffs is intended to determine how they differ.

The final question asks for supportive data such as tables of organization or schematic organizational drawings. Many of the districts which responded did include charts of their organizations. Some of these will be discussed in Section IV.

As was noted in the Foreword, the responses to the questionnaire were extraordinary. The instrument and cover letter, Appendix B, were sent to twenty-six multi unit community college districts. Twenty-five districts responded promptly and fully to the instrument. Thirteen of the responses were from multi campus community colleges and twelve were from multicollege districts. The responses are analyzed in the next section, with conclusions and generalizations being presented in Section V.

Section III: Survey Responses

The responses to each of the questions from the survey instrument are presented below. They are arranged in the same order that appears on the questionnaire (Appendix B). Unless otherwise noted in the discussion, all twenty-five colleges responded to each item. For comparative purposes, some of the questionnaire responses are separated into responses from multi campus colleges and responses from multi college districts. In each instance where this occurs the total responses from all the colleges are also presented.

Item 1 was a listing of the major instructional facilities, campuses or colleges, of the district. The table below provides a summary of the responses to this item.

Table 1

Number of Campuses/Colleges

	Multi Campus	Multi College	Total
Number of Districts	13	12	25
Number of Locations	41	51	92
Average per District	3.15	4.25	3.68
Range of Responses	2-5	2-8	2-8

As the table indicates, the multi unit community colleges averaged between three and four locations per district. The multi college districts averaged more than four locations per districts which exceeded the multi campus average by a little more than one location. Two of the multi college districts indicated that they had eight college locations. Only one multi campus district listed as many as five campuses; the remaining multi campus districts had 2-4 campuses.

In addition to permanent campus locations, many multi unit community colleges operate centers located in various parts of the service district. The definition is somewhat vague in that it differs from district to district. Despite these differences, the center is usually characterized as an instructional facility that is less permanent than a campus and is often not owned by the college district. These facilities may belong to other public or private organizations and are used to extend the college's services to the people of the district. The second question of the survey instrument was intended to determine how many centers were in use in the participating districts. No attempt was made to define the "center" for the responding district. The assumption here was that individual districts would respond in terms of their own definition for the term. Table No. 2 is a summary of the responses for institutions that used centers in the fall term, 1973.

Table 2

Number of Centers

	Multi Campus	Multi College	Total
Number of Districts	13	12	25
Number Reporting Centers	9	9	18
Number of Centers	318	1,036	1,354
Range of Responses	2-170	4-500	
Average	35.3	115.1	75.2

Eighteen districts indicated that they used centers to further their educational programs. Three districts reported that they did not use centers during the fall term 1973. Three institutions did not respond and one indicated that they used local public schools as centers, but did not provide a number. The range of responses, from 4 to 500 in the

multi college group, indicates a wide variation in the use of centers and possibly in the definition of the term. The multi college group of districts averaged more than 115 centers per district, but that figure was greatly affected by two districts which had a combined number of 767 centers. The multi campus group had one institution with 170 centers and the next largest response was 45. Despite these wide variances, the responding multi college districts reported more centers being used than did the reporting multi campus districts.

Question 3 concerned the location of the central office and had three subquestions. The responses to the main question were:

Table 3

Location of District Office

	Multi Campus	Multi College	Total
Number of Districts	13	12	25
On a Campus	8	1	9
Off Campus	5	11	16
% Off Campus	38.5%	91.7%	64%

The responses to this item indicates a marked difference between multi campus districts and multi college districts in terms of their location for the district administrative offices. In anticipation of such a response, the subquestions were posed.

Subquestion A was directed at those institutions that responsed that the administrative offices were on a campus. The nine institutions, 8 multi campus and 1 multi college, stated their reasons for having the district offices on a campus. Four of them were located on campuses because it was the only space available. Three responsed that

they were still housed on the original campus of the college and had not moved. One district office was on a campus because it saved money during the development of the institution into a multi unit operation and the other district was awaiting funding for its central office.

Fifteen districts responded to Question 3-B which asked the respondent to state why the central administration was not located on a campus. The following tabulation summarizes the replies:

No. of Districts	Response
5	--location central to district
3	--autonomy of operation
3	--no space available on campuses
2	--avoid favoritism
1	--best interests of district
1	--economy, centrality and autonomy

The replies indicate that the college districts perceive a relationship between the location of the district office and its functioning within the organizational structure.

The third subquestion dealt with desired changes in the location of the district administration. Fourteen college districts stated that they would not change locations. Eleven of these were districts in which the central office was located off-campus. The other three districts had their central offices on campus. If the respondent answered "yes" to a desired change, further explanation was asked for. The colleges were asked to tell what changes they would make. Below are the responses listed in their frequency of appearance:

No. of Districts	Response
7	--move to off-campus central facilities
2	--move to larger off-campus facilities
1	--move to co-op college
1	--minor changes; nothing specific

Included in the seven institutions that expressed a desire to move the central administration off-campus were six of the nine districts which responded that they were located on campuses at the beginning of this expansion. No district expressed an interest to move the central office from an off-campus facility to an on-campus facility.

Responses to the question on administrative functions performed at the district level are listed below. Information relating to some of these functions were obtained from supportive information provided by the institutions.

Table 4

Administrative Responsibilities
Performed at the District Level

Function	Multi Campus	Multi College	Total
Coordination and Support of College Programs	7	8	15
Finance and Budgeting	10	9	19
Personnel	9	7	16
Development--Grants	8	6	14
Planning	5	6	11
Purchasing	7	4	11
Computer Operations	6	5	11
Facilities	6	4	10
Institutional Research	6	3	9
Community Services	5	2	7

Table 4 (continued)

Function	Multi Campus	Multi College	Total
Admissions and Student Records	6	0	6
Instructional Resources	3	2	5
Public Relations	3	2	5
Legal Services	0	2	2
Graphics	1	0	1

These listings of functions performed are based on the responses to the questionnaire item and the information provided by the participating college district. The researchers are confident that not all the services performed by the district staffs at the participating institutions are reflected above. However, the responses indicate those functions which were considered most important or noteworthy by the respondents. In that sense the fiscal, personnel and coordinating roles were the ones most often reported. It is interesting to note that student records were reported to be a district level function by six multi campus districts, but not by any multi college districts.

Question 5 asked for enrollment statistics for fall, 1973. These were reported by district in headcount students and full time equivalent students. The researchers recognized that not all districts or states compute FTE in the same manner and because of that, the FTE figure may not be a comparable figure. The intent of the question was to gain general information about the sizes of the participating districts in terms of students enrolled. The table below is a summary of those data.

Table 5

Fall 1973 Enrollments

	Multi Campus	Multi College	Total
Number of Districts	13	12	25
Average Number of Headcount Students	16,949.9	30,362.3	23,388
Range of Headcount Students	5,681-31,683	1,926-108,395	1,926-108,395
Average Number of FTE Students	9,554.3	21,765.6*	14,863.6
Range of FTE Students	4,216-23,152	1,688-81,789*	

*Two districts did not report an FTE figure. These figures are based on 10 colleges.

In terms of students, the multi college districts were larger on the average by over 70% in headcount and by more than 100% in FTE students. The multi college districts also had a greater range of student body size. The smallest district was separated from the next smallest multi college district by more than 8,000 headcount students.

Annual enrollment size from 1972-73 was obtained from twenty-one of the districts. These data are displayed in Table 6.

Table 6

Annual Enrollment 1972-73

	Multi Campus	Multi College	Total
Number of Districts	11	10	21
Average Headcount	25,779.7	34,633.9	29,996
Average FTE	14,066.5	23,079.8	18,358.6

Consistent with the data for Fall, 1973 the multi college enrollments exceeded that of the multi campus districts by a 35% in headcount students. The margin was even higher in FTE. The multi college districts have more locations and more students. The last two survey items are aimed at the size of the central administrative staff.

The size of the central administrative staff was broken into two categories; professional and support staff. The professional staff distribution was somewhat clouded for the California districts due to statutory definitions used in job classifications. The districts, however, recognized the intent of the question and responded to the items. Tables 7 and 8 summarize the responses.

Table 7

District Professional Staff

	Multi Campus	Multi College	Total
Number of Districts	13	12	25
Average Number of Staff	25.38	16.66	21.2
Range of Responses	3-66	3-39	3-66

Table 8

District Supportive Staff

	Multi Campus	Multi College	Total
Number of Districts	13	12	25
Average Number of Staff	110.15	76.65	94.12
Range of Staff	3-449	7-239	3-449

Section IV: Selected Organizational Diagrams from Participating Districts

In addition to completing the survey instrument, the participating community colleges were asked to submit organizational information or diagrams which might be pertinent to the survey. Many of the participants responded with supplementary information about their institutions. The most useful and universally submitted document was the college organizational diagram. These diagrams graphically display the formal organizational structure of the district. They also help to depict the central administrative function in relation to the other elements of the organization.

Five organizational diagrams were selected for display. Two of them are from multi campus community colleges and two are from multi college districts. They were selected because they show the central administrative function and are representative of their respective type of organizational pattern. The fifth diagram is included because of the uniqueness of design used in presenting the organizational structure. The circular type of drawing has been used previously, but this one is exceptionally interesting.

In looking at the diagrams, the following questions should be considered:

1. What functions are indicated for the central administration? What functions are not carried out there?

2. What size staff would be necessary to perform those functions?

3. What comparative differences can be seen between multi college and multi campus?

4. What types and size of facilities would be needed to house these district offices?

In both categories of staff, the multi campus districts maintained larger central staffs than did the multi college group. This statistic is especially interesting when juxtaposed with the size of the districts and the functions of the central staff.

The data presented in this section are interpreted in the summary section.

Section V: Summary

In the review of literature several points emerged as guidelines for multi unit organization. They are:

1. As much autonomy as possible should be allocated to the campuses for the purposes of planning the educational program for the separate locations.
2. The district office should be located apart from all campuses.
3. The chief campus administrator should have a direct line to the district chief executive.
4. Some functions are better centralized: e.g. business, data processing, etc.
5. Although considered by many to be two points on a continuum of development, the multi campus and multi college districts may represent different philosophical commitments or different value systems or different administrative philosophies.

Perhaps the most controversial of the guidelines mentioned above is the last one. It has been represented by the research done by Milton Jones as well as others. It also serves to explain some of the phenomena uncovered in this survey. A recap of the responses to each of the survey items may help bring this into clearer focus.

Item 1: Multi college districts reported permanent locations more often than did multi campus districts. Is this an administrative commitment or a developmental stage?

Item 2: Multi college districts had more temporary facilities and/or centers than did multi campus districts. Is this a result of location or autonomy?

Item 3: Eleven out of twelve multi college districts had their

district offices located off-campus. Eight out of 13 multi campus institutions had their central administration on campus. Six of those eight multi campus colleges expressed a desire to move their offices off-campus. Similar to Item 1, is this a commitment or a developmental stage?

Item 4: Both types of institutions were similar in their responses to the types of functions being performed by the central administration. This indicates no clear cut philosophy of administration.

Item 5: The multi college institutions, on the average, had more students than did the multi campus colleges in Fall 1973. Is size the factor?

Item 6: The annual enrollments for 1972-73 also indicated that the multi college districts had more students.

Item 7: The multi campus colleges, on the average, had a larger number of professional staff at their central offices than did the multi college districts surveyed. Again, a result of campus autonomy or growth patterns?

Item 8: The multi campus colleges, on the average, had a larger number of support staff (secretaries, clerks, etc.) at their central offices than did the multi college districts surveyed. Philosophy or expediency?

Items 1, 2, 5 and 6 indicate that the multi college district is usually a larger educational institution than the multi campus district. Items 7 and 8 indicate that despite their smaller size, the central offices of the multi campus institutions are retaining more staff at the central office. This retention of personnel infers a more active role

in the governance of the district. Conversely, the smaller staffs at the larger institutions infer a lessening of district office control. All of these statements are consistent with Dr. Jones' continuum of development; however, the development is not necessarily progressive, since one of the largest multi campus colleges is also the largest college in the East (Miami-Dade Community College).

The location of the central office gives us a clue that the multi campus institutions are looking ahead to the time when they can physically remove the central administration from the campus setting. This would also appear to be consistent with the continuum theory, but may be a matter of sound administrative practice.

What then does this mean for the future of multi unit district staffs? First, the multi unit community college is here to stay. The viability of the concept has been proven in the past decade of successful operation. Secondly, the realization that the college is a dynamic, changing organization and that the administration must be willing to change with it is vital to organizational health. There is no guarantee that the changes will be accomplished easily or without some stress, but the proper attitude and perspective by the central administrative staff will quite possibly ease transitional situations.

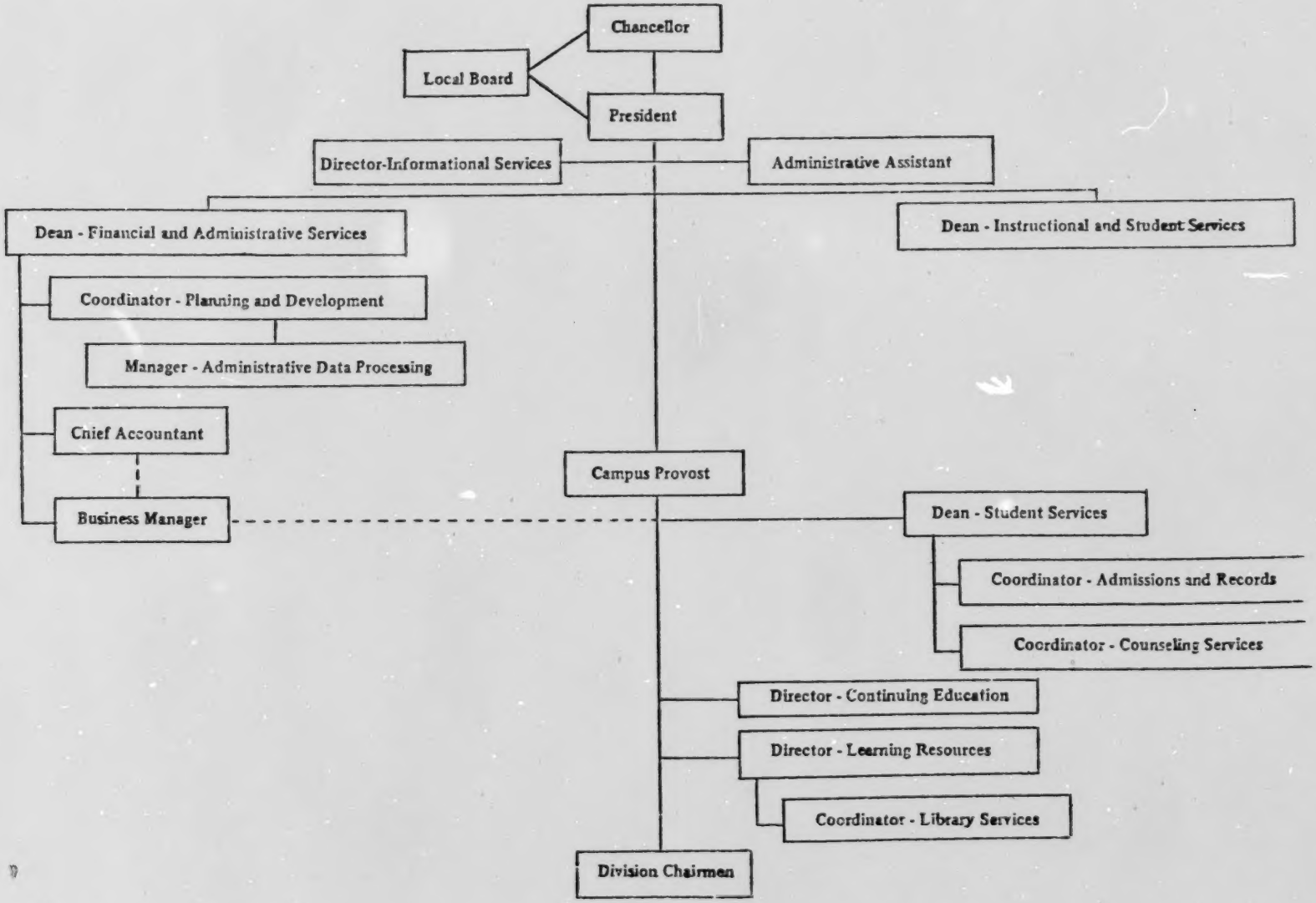
As the institution grows, the central administrative staff must either accommodate this growth by delegating authority to the campuses or build up a larger central staff. Item 4 indicates a great degree of similarity in the functions performed at the district level, but what the survey did not measure was the <u>degree</u> of control the central office has in each of these functions. The best measure of such control

might be difficult to find, but the size of the central staff is often a fair barometer of work being performed.

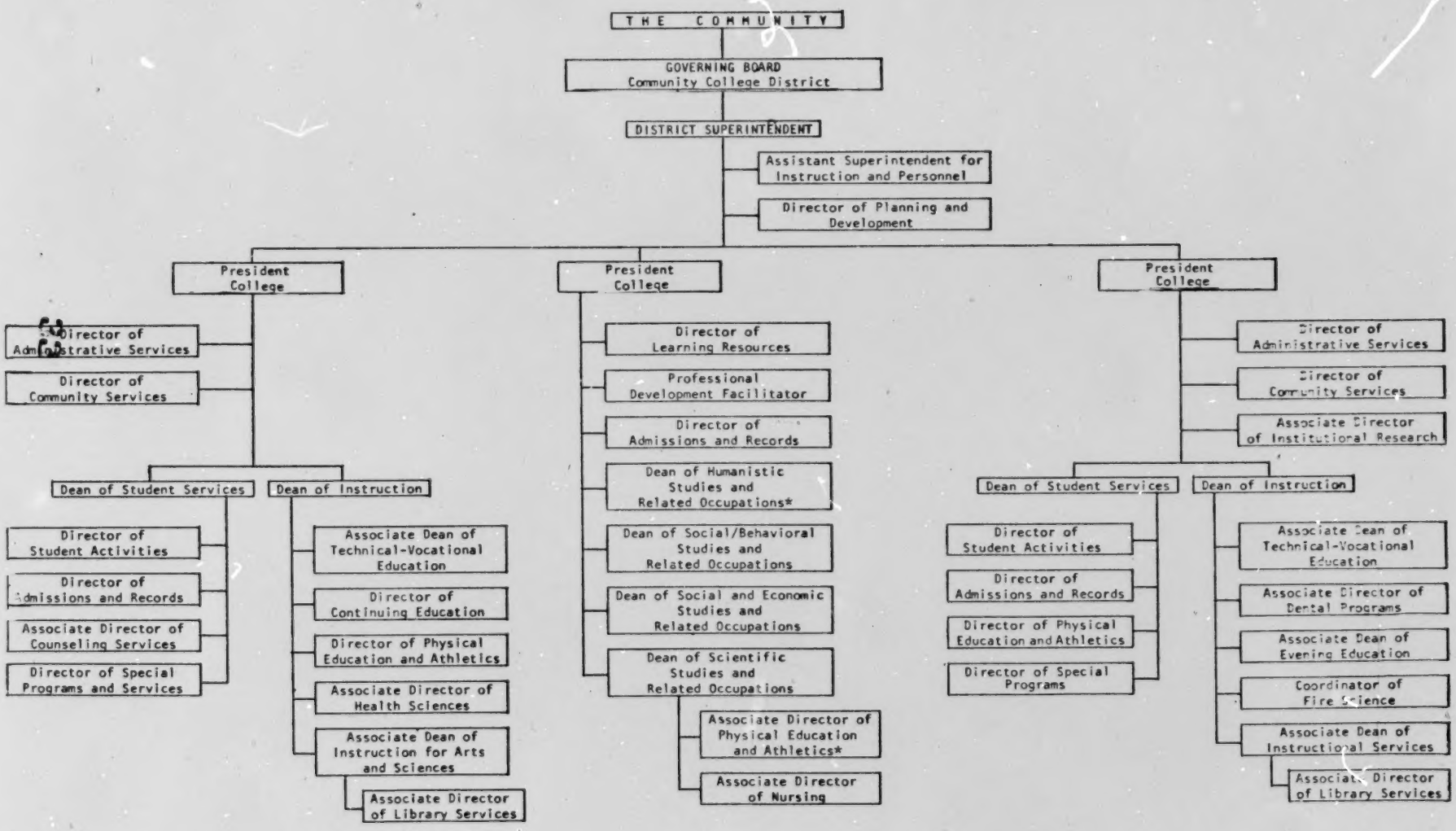
There is a need to develop some clear criteria which will relate campus autonomy to central office responsibility. This has not yet been done.

In summary, the literature and this survey seem to support each other in the contention that central staff function is an important and changing force in the life of a multi unit community college. The management of such a staff is a challenging task. The aim of this survey has been to help provide some information which will be useful in establishing an overall perspective and direction for the multi unit community colleges and their leaders.

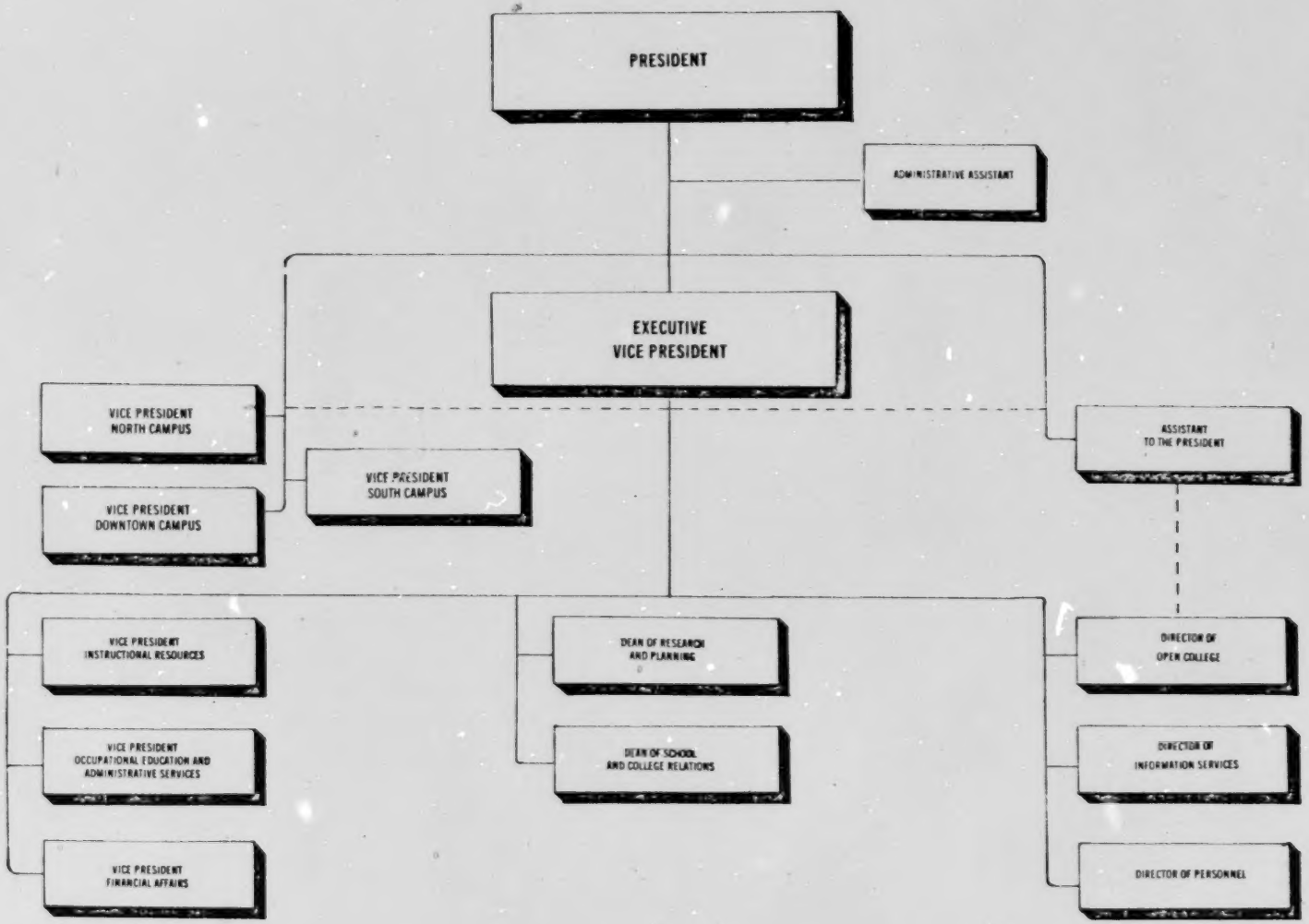
MULTI CAMPUS A



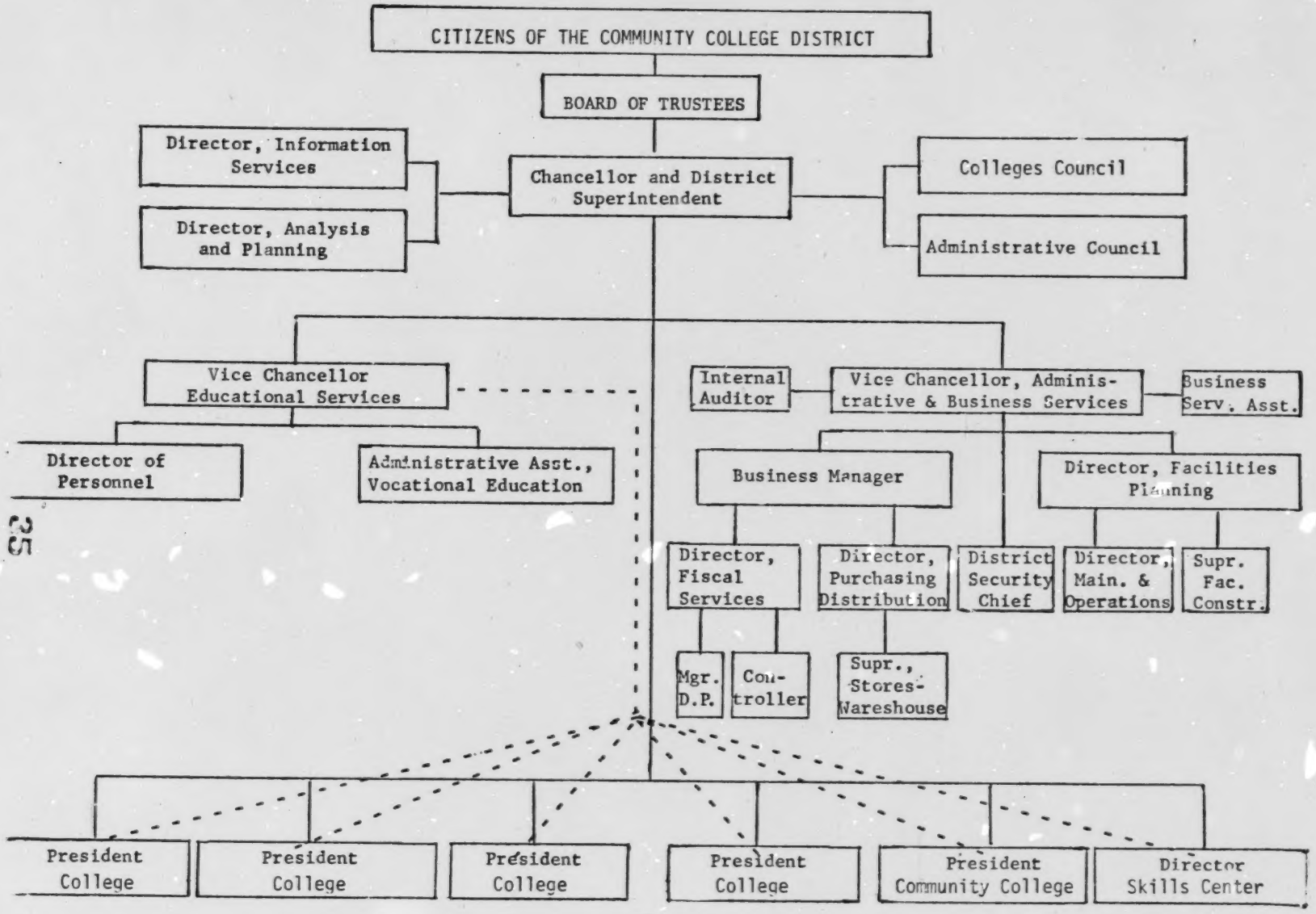
MULTI COLLEGE A


THE COMMUNITY
GOVERNING BOARD
Community College District
DISTRICT SUPERINTENDENT
Assistant Superintendent for Instruction and Personnel
Director of Planning and Development
President College
Director of Administrative Services
Director of Community Services
Dean of Student Services
Director of Student Activities
Director of Admissions and Records
Associate Director of Counseling Services
Director of Special Programs and Services
Dean of Instruction
Associate Dean of Technical-Vocational Education
Director of Continuing Education
Director of Physical Education and Athletics
Associate Director of Health Sciences
Associate Dean of Instruction for Arts and Sciences
Associate Director of Library Services
President College
Director of Learning Resources
Professional Development Facilitator
Director of Admissions and Records
Dean of Humanistic Studies and Related Occupations*
Dean of Social/Behavioral Studies and Related Occupations
Dean of Social and Economic Studies and Related Occupations
Dean of Scientific Studies and Related Occupations
Associate Director of Physical Education and Athletics*
Associate Director of Nursing
President College
Director of Administrative Services
Director of Community Services
Associate Director of Institutional Research
Dean of Student Services
Director of Student Activities
Director of Admissions and Records
Director of Physical Education and Athletics
Director of Special Programs
Dean of Instruction
Associate Dean of Technical-Vocational Education
Associate Director of Dental Programs
Associate Dean of Evening Education
Coordinator of Fire Science
Associate Dean of Instructional Services
Associate Director of Library Services

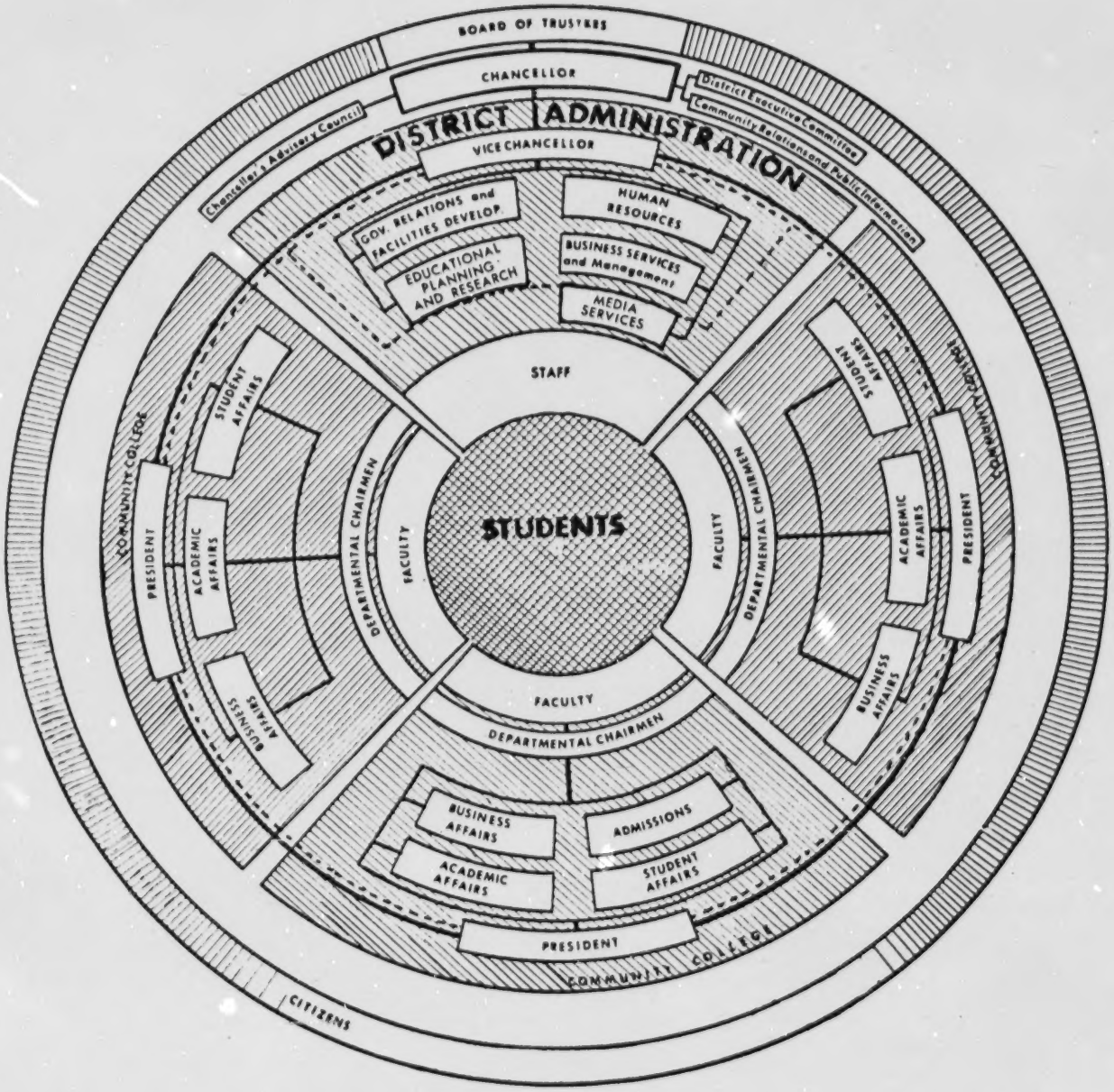
MULTI CAMPUS B



MULTI COLLEGE B



MULTI COLLEGE C



APPENDIX A

Community College of Allegheny County

City Colleges of Chicago

Contra Cost Community College District

Cuyahoga Community College

Dallas County Community College District

DeKalb Community College

Eastern Iowa Community College District

Erie Community College

Florida Junior College at Jacksonville

Foothill Community College District

Los Angeles Community College District

Macomb County Community College

Maricopa County Community College District

Metropolitan Junior College District

Miami-Dade Community College

Montgomery College

Northern Virginia Community College

Oakland Community College

Peralta Community College District

St. Louis County Junior College District

St. Petersburg Junior College

San Mateo Community College District

Community College District VI (Seattle)

Tarrant County Junior College

Tidewater Community College

March 29, 1974

We are conducting a simple study on multi campus operation. Your help will be very much appreciated. If you could take just a few minutes to react to the enclosed questionnaire and send to me any published materials as requested, I will be in your debt. Hopefully, we will be able to send to you later some report of the tabulative replies.

Cordially yours,

James L. Wattenbarger, Director
Institute of Higher Education

JLW/df

Enclosure

APPENDIX B

University of Florida
Institute of Higher Education

1. How many campuses (or colleges) are in your district?

   Names _____ _____ _____

   _____ _____ _____

2. How many centers or locations in addition to the campuses (or colleges) listed above did you use during Fall term 1973?_____

3. Is your central office located on one of your campuses?_____

   A. If so, which campus and why is it located there?_____

   _____

   B. If not, why is it located separately?_____

   _____

   C. If given an opportunity, would you change the location of your central office? Where would you like to relocate it?_____

   _____

4. What are the major administrative functions of the central (district) staff?

   _____

   _____

5. What was your fall 1973 enrollment? Headcount_____ FTE_____

6. What was your annual total enrollment for 1972-73?

   Headcount_____ FTE_____

7. How many professional staff do you have on the central (district) staff?

   _____

8. How many supportive personnel (clerks, secretaries, maintenance, etc.) do you have on the central (district) staff?_____

9. Will you send any mimeographed or printed statements relative to your district staff? (a table of organization, a schematic diagram, etc.)

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LOS ANGELES

JUL 11 1975

CLEARINGHOUSE FOR
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INFORMATION